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Current Handling: n/a
Document Number: 1994GENEVA09306

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Page: 16
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PAGE 01 GENEVA 09306 01 OF 02 311900Z
ACTION PRM-10

INFO	LOG-00	AF-01	AID-01	CIAE-00	SMEC-00	OASY-00	DODE-00
	DOEE-00	ANHR-01	EAP-01	EB-01	EUR-01	OIGO-01	H-01
	INM-02	TEDE-00	INR-00	IO-16	L-01	ADS-00	M-00
	NSAE-00	NSCE-00	OIC-02	OMB-01	PA-01	PM-00	PRS-01
	P-01	SNP-00	SP-00	SR-00	SS-00	STR-01	TRSE-00
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O 311759Z OCT 94
FM USMISSION GENEVA
TO SECSTATE WASHDC IMMEDIATE 5362
INFO AMEMBASSY TOKYO PRIORITY
AMEMBASSY STOCKHOLM PRIORITY
RWANDA COLLECTIVE PRIORITY

C O N F I D E N T I A L SECTION 01 OF 02 GENEVA 009306

STATE FOR G, PRM, IO, AF, DRL/AAA, PM/ISP
AID FOR A/AID, BHR, BHR/OFDA, BHR/FFP, AFR, PPC
ALSO PASS NSC
ROME FOR FODAG

E.O. 12356: DECL:OADR
TAGS: PREF RAID MARR PREL PHUM RW CG
SUBJECT: UNHCR OGATA SEEKS URGENT DONOR HELP ON
DEVELOPMENT OF SECURITY SERVICE PACKAGE CONCEPT IN ZAIRE

REF: (A) GENEVA 09140, (B) GENEVA 9201 (BOTH NOTAL),
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PAGE 02 GENEVA 09306 01 OF 02 311900Z
(C) STATE 292402

1. CONFIDENTIAL - ENTIRE TEXT.

2. SUMMARY. ON OCTOBER 31, AMBASSADOR SPIEGEL ATTENDED
AN URGENT MEETING OF MAJOR DONORS, CALLED BY HIGH
COMMISSIONER OGATA, TO PRESENT THE SECURITY SERVICE
PACKAGE CONCEPT FOR RWANDAN REFUGEES AND ASK FOR DONOR

Current Class: CONFIDENTIAL

Page: 16

UNITED STATES DEPARTMENT OF STATE
REVIEW AUTHORITY: CHARLES L. DARIS
DATE/CASE ID: 12 DEC 2001 200103617

UNCLASSIFIED

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Current Class: CONFIDENTIAL
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Page: 17
Channel: n/a

VIEWS AND SUPPORT. THE UN SYG'S INTER-AGENCY TASK FORCE ON OCTOBER 28 HAD RECOMMENDED THAT UNHCR URGENTLY APPROACH DONORS WITH THE SECURITY SERVICE PACKAGE CONCEPT. THE PACKAGE CONSISTS OF INTRODUCING AN INTERNATIONAL POLICE FORCE IN EASTERN ZAIRE TO SUPPORT ZAIRIAN FORCES IN PROTECTING REFUGEES AND THE DELIVERY OF HUMANITARIAN ASSISTANCE. DONORS WOULD PROVIDE MANPOWER, EXPERTISE AND RESOURCES. OGATA ALSO INVITED DONORS TO PARTICIPATE IN AN ASSESSMENT MISSION TO DEVELOP THE CONCEPT WITH ZAIRIAN AUTHORITIES. DURING THE MEETINGS DONORS ASKED QUESTIONS ABOUT THE COMMAND STRUCTURE OF THE INTERNATIONAL POLICE FORCE, THE AUTHORITY UNDER WHICH IT WOULD BE DEPLOYED, THE RELIABILITY OF ZAIRIAN POLITICAL SUPPORT FOR THE UNDERTAKING, AND THE EXTENT TO WHICH THE SYG SUPPORTS THE INITIATIVE. MISSION BELIEVES THAT OGATA'S REQUEST COULD BE THE FIRST ITEM IN THE AGENDA OF THE PROPOSED FRIENDS OF RWANDA OPERATIONAL SUPPORT GROUP. END SUMMARY.

OGATA: CAMP SECURITY SITUATION REQUIRES URGENT ACTION

CONFIDENTIAL

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PAGE 03 GENEVA 09306 01 OF 02 311900Z

3. ON OCTOBER 31, HIGH COMMISSIONER SADAKO OGATA CALLED AN URGENT MEETING OF PRINCIPAL DONORS TO PRESENT THE SECURITY SERVICE PACKAGE CONCEPT (REFTELS A-B) AND ASK FOR THEIR ASSISTANCE. THE MEETING WAS ATTENDED BY AMBASSADOR SPIEGEL AND THE PERMREPS OR THEIR DEPUTIES FROM THE NETHERLANDS, FRANCE, GERMANY, CANADA, BELGIUM, JAPAN, SWITZERLAND, AND THE U.K. DURING HER INITIAL PRESENTATION, HIGH COMMISSIONER OGATA MADE THE FOLLOWING REMARKS:

-- TWO MONTHS AGO, UNHCR THOUGHT THAT REMOVAL OF THE EX-FAR FROM THE REFUGEE CAMPS WOULD RESOLVE THE CAMP SECURITY PROBLEM. TODAY, CAMP SECURITY HAS DETERIORATED TO THE POINT THAT SEPARATION OF THE EX-FAR FROM THE CAMPS WILL NO LONGER BE SUFFICIENT TO RESTORE SECURITY IN THE CAMPS AND SERVE AS THE BASIS FOR REPATRIATION.

-- THE SITUATION IS WORSENING EVERY DAY AND URGENT

Current Class: CONFIDENTIAL

Page: 17

UNCLASSIFIED

UNCLASSIFIED

Current Class: CONFIDENTIAL
Current Handling: n/a
Document Number: 1994GENEVA09306

Page: 18
Channel: n/a

ACTION IS NEEDED TO PROTECT REFUGEES AND THE DELIVERY OF HUMANITARIAN RELIEF. WHILE CAMP SECURITY IS PRIMARILY THE RESPONSIBILITY OF THE HOST COUNTRY, UNHCR HAS DOUBTS ABOUT THE CAPABILITY OF ZAIRIAN AUTHORITIES TO UNDERTAKE THAT TASK.

-- UNHCR BRAINSTORMED WITH DHA U/SYG HANSEN AND SRSG KAHN AND HAS DEVELOPED A SECURITY SERVICE PACKAGE CONCEPT TO ADDRESS THE CAMP SECURITY PROBLEM. THE CONCEPT WAS SUBMITTED TO THE SYG, WHO APPOINTED AN INTER-AGENCY TASK FORCE TO FOCUS ON THE PROBLEM.

CONFIDENTIAL

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PAGE 04 GENEVA 09306 01 OF 02 311900Z

-- THE TASK FORCE MET ON OCTOBER 28, AND RECOMMENDED THAT UNHCR URGENTLY APPROACH DONORS WITH THE SECURITY SERVICE PACKAGE CONCEPT.

-- UNHCR HAS NO YET DISCUSSED ITS MOST RECENT THINKING ON THIS CONCEPT WITH THE ZAIRIAN AUTHORITIES, AND GOVERNMENTS SHOULD NOT SHARE THE PROPOSAL WITH THE GOZ.

SECURITY SERVICE PACKAGE

4. OGATA DISTRIBUTED A NON-PAPER (FAXED TO STATE/PRM/AAA) WHICH OUTLINES THE CONCEPT, AND ASKED PARTICIPANTS FOR THEIR REACTIONS. THE CONCEPT RELIES ON THE DEPLOYMENT OF FOREIGN POLICE DETACHMENTS TO CONSTITUTE AN INTERNATIONAL POLICE CONTINGENT (IPC). THE CONTINGENT WOULD ASSIST ZAIRIAN SECURITY FORCES (ZSF) IN THE PROTECTION OF THE HUMANITARIAN OPERATION IN THE CAMPS AND THEIR VICINITY. THE OBJECTIVES OF THE JOINT ZSF/IPC DEPLOYMENT WOULD BE: MONITORING AND REINFORCEMENT OF OVERALL SECURITY IN THE CAMPS; SECURITY OF DELIVERY OF HUMANITARIAN ASSISTANCE; SECURITY OF VOLUNTARY REPATRIATION OPERATIONS; AND SECURITY OF

CONFIDENTIAL

Current Class: CONFIDENTIAL

Page: 18

UNCLASSIFIED

UNCLASSIFIED

Current Class: CONFIDENTIAL
Current Handling: n/a
Document Number: 1994GENEVA09306

Page: 19
Channel: n/a

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CONFIDENTIAL

PAGE 01 GENEVA 09306 02 OF 02 311900Z
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HUMANITARIAN PERSONNEL. THESE OBJECTIVES WOULD BE
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CONFIDENTIAL

PAGE 02 GENEVA 09306 02 OF 02 311900Z
ACHIEVED THROUGH: TRAINING OF ZSF IN EFFECTIVE

Current Class: CONFIDENTIAL

Page: 19

UNCLASSIFIED

Current Class: CONFIDENTIAL
 Current Handling: n/a
 Document Number: 1994GENEVA09306

Page: 20
 Channel: n/a

POLICING; MAINTAINING WITH ZSF AN EFFECTIVE PRESENCE IN THE CAMPS; ESTABLISHING WITH THE ZSF EFFECTIVE SECURITY FOR HUMANITARIAN WORKERS; ESCORTING ASSISTANCE CONVOYS; ADVISING ZSF IN IMPLEMENTATION OF LAW ENFORCEMENT MEASURES. THE DEPLOYMENT OF PERSONNEL SHOULD TAKE PLACE THROUGH BILATERAL AGREEMENTS BETWEEN ZAIRE AND THE CONTRIBUTING COUNTRIES UNDER UNHCR AUSPICES. RESOURCE REQUIREMENTS WOULD COVER THE FOLLOWING SECTORS: PERSONNEL; FACILITIES FOR THE IPC; LOGISTICS FOR IPC DEPLOYMENT; EQUIPMENT; AND FINANCIAL CONTRIBUTIONS.

 DONOR REACTION

5. FOLLOWING ARE THE MOST IMPORTANT QUESTIONS RAISED BY DONORS AND ANSWERS PROVIDED BY OGATA:

Q: WHAT HAPPENS TO THE KHAN INITIATIVE TO SEPARATE THE EX-FAR FROM THE CAMPS?

A: THAT OPTION REMAINS OPEN-

Q: UNDER WHAT LEGAL AUTHORITY WOULD THE IPC DEPLOY?

A: UNDER AN INVITATION BY THE ZAIRIAN AUTHORITIES, BUT UNDER A UN UMBRELLA.

Q: HOW MANY IPC MEMBERS WOULD BE DEPLOYED?

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PAGE 03 GENEVA 09306 02 OF 02 311900Z
 A: BETWEEN 600-800.

Q: WHO IN THE ZAIRIAN GOVERNMENT HAS ULTIMATE AUTHORITY OVER THIS ACTIVITY, PM KENGO OR PRESIDENT MOBUTU?

A: THE ASSESSMENT TEAM WOULD LOOK INTO THIS QUESTION. UNHCR WOULD APPRECIATE DONOR INPUT INTO THIS QUESTION.

Q: TO THE EXTENT THAT ZAIRIAN FORCES ARE KNOWN FOR THEIR CORRUPTION, WHICH ELEMENT OF THE ARMED FORCES, WILL CONDUCT POLICE OPERATIONS. THE PRESIDENTIAL GUARD? THE GENDARMES?

Current Class: CONFIDENTIAL

Page: 20

UNCLASSIFIED

Current Class: CONFIDENTIAL
Current Handling: n/a
Document Number: 1994GENEVA09306

Page: 21
Channel: n/a

A: INITIAL THINKING IS TO KEEP THE ARMY OUT AND TO ENGAGE THE POLICE FORCE IN THE REGION.

Q: WHAT WOULD BE THE COMMAND STRUCTURE OF THE IPC?

A: AS UNHCR ENVISIONS THE DEPLOYMENT OF THREE IPC UNITS, EACH UNIT WOULD BE INDEPENDENT, BUT OVERALL COMMAND WOULD REMAIN WITH THE LARGEST UNIT. THIS COMMANDER WOULD HAVE A ZAIRIAN COUNTERPART AND UN LIAISON. UNHCR WOULD DEVELOP THE DETAILS WITH THE HELP OF DONORS.

Q: HAVE YOU DISCUSSED THIS PROPOSAL WITH SYG BOUTROS GHALI?

A: I AM PROPOSING THIS BASED ON THE RECOMMENDATION OF THE TASK FORCE ESTABLISHED BY THE SYG. I AM NOT AWARE WHETHER OR NOT HE PERSONALLY HAS REVIEWED IT.

CONFIDENTIAL

CONFIDENTIAL

PAGE 04 GENEVA 09306 02 OF 02 311900Z

COMMENT

6. WE REITERATE OUR EARLIER REQUEST (REF A) FOR AN URGENT WASHINGTON RESPONSE TO OGATA'S CALL FOR HELP. OGATA APPEARS TO BE RESPONDING TO A DESPERATE SITUATION WITH A CONCEPT THAT IS STILL EMERGING. WHILE WE SHARE A LOT OF THE CONCERNS RAISED BY OTHER MISSIONS AT THE MFETING, WE ALSO UNDERSTAND OGATA'S DEEP WORRY OVER THE DETERIORATING SITUATION IN THE CAMPS AND SUPPORT HER CALL FOR DONOR ASSISTANCE. IT STRIKES US THAT OGATA'S REQUEST COULD BE THE FIRST ORDER OF BUSINESS FOR THE FRIENDS OF RWANDA OPERATIONAL SUPPORT GROUP (REF C). SPIEGEL

CONFIDENTIAL

Current Class: CONFIDENTIAL

Page: 21

UNCLASSIFIED